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NOV 25 1950

MEMORANDUM FOR: EXECUTIVE

SUBJECT: Reorganization of the Agency's coordination
and reference functions

1. Herewith are my views on the subject of CIA's coordination and reference functions.
2. Tabs A, B, and C sketch the evolution of our present organization for these functions.
3. Tab D offers comment on the reorganization proposed by the Dulles Committee.
4. Tab E suggests a modification of the Dulles Committee recommendation, one which would give us the possible advantage to be gained from merging the planning and liaison functions, without the setback which is to be anticipated if liaison and reference functions must once again be divorced from one another.
5. Tab F suggests a less desirable alternative.

JAMES M. ANDREWS
Assistant Director,
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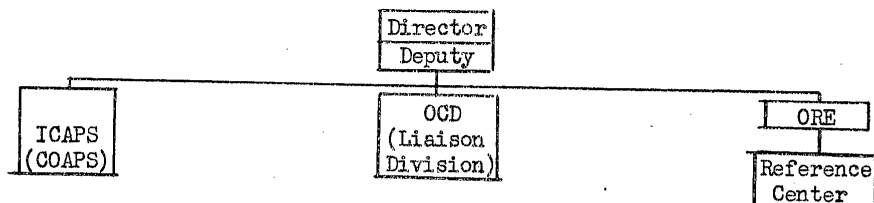
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COORDINATION and REFERENCE FUNCTIONSOrganization (Mid-1947)
& Functions

"High-level" coordination, chiefly inter-agency planning by committee action, drafting NSC and DCI directives.

"Mid-level" coordination, chiefly through negotiation by liaison officers in response to specific problems.

"Working-level" coordination, i.e. with libraries and cable desks of other agencies, chiefly in response to specific needs of analysts for research & reference materials.

Faults in the above (found by experience)

1. Reference Center*, as only one of many Divisions in ORE, and one involved chiefly in transactions of routine nature, failed to get adequate administrative support from ORE. Reference Center was low man on the ORE totem pole. Its weaknesses were criticized, but its needs for hands and equipment to do the job received rock bottom priority.

2. Because under jurisdiction of one Office, Reference Center did not give adequate service to other Offices and other agencies.

3. Because under different Assistant Directors, the liaison people of OCD and the reference people of ORE had little direct contact. (See following page, Tab B.)

Solution (effected in late 1947)

Reference Center was transferred from ORE to the Executive, as shown on following page, Tab B.

*NOTE: The term "Reference Center", as used throughout, refers to CIA Library, Biographic Register, Industrial Register, Graphics Register, and Machine Division, considered as a unit.

A

Tab A

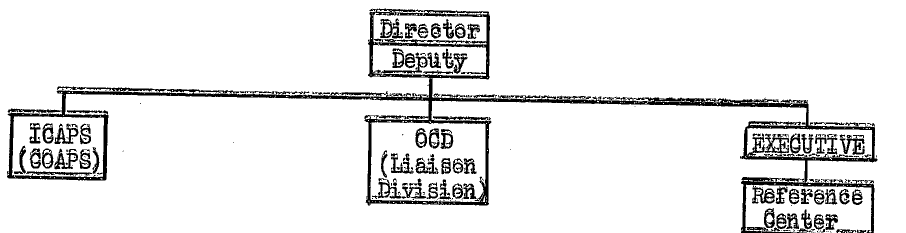
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COORDINATION and REFERENCE FUNCTIONSOrganization (Early 1948)
& Functions

"High-level" coordination, chiefly inter-agency planning by committee action, drafting NSC and DCI directives.

"Mid-level" coordination, chiefly through negotiation by liaison officers in response to specific problems.

"Working-level" coordination, i.e. with libraries and cable desks of other agencies, chiefly in response to specific needs of analysts for research & reference materials.

Effects of the change

By virtue of its transfer from ORE to the Executive, Reference Center now got adequate administrative support. It gained the personnel, equipment, and space needed for satisfactory performance.

Because no longer under the jurisdiction of any one Intelligence or Operations Office, Reference Center now began to give reasonably good service to all.

Faults still evident

There was still no direct contact between (a) liaison people who were charged with negotiating day-to-day difficulties with the other agencies, and (b) reference people who were charged with handling the inter-agency document flow. Neither knew what the other was doing. Each problem led to correspondence passing through the AD/CD and the Executive.

Hence, since interagency difficulties could not be solved for them save after long delays, the analysts of ORE and other Offices continued to carry out independent and unauthorized negotiations with individuals in other agencies. Misunderstandings, and interagency friction, were enhanced.

Solution (effected in May, 1948)

Reference Center was transferred from the Executive to OOD, and the two were brought together under one roof and under one Assistant Director. See Following page, Tab C.

B

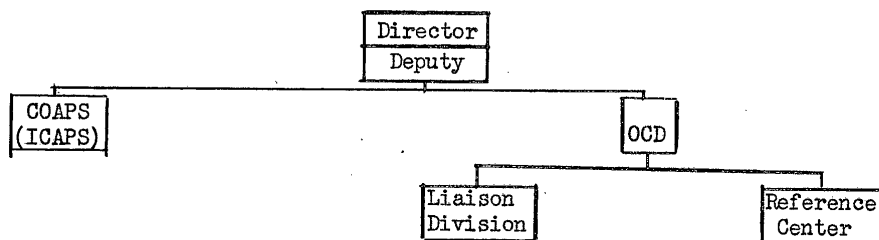
Tab B

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COORDINATION and REFERENCE FUNCTIONSOrganization (Mid-1948 to present)
& Functions

"High-level" coordination, chiefly inter-agency planning by committee action, drafting NSC and DCI directives.

"Working-level" and "mid-level" coordination, chiefly in response to specific needs and concrete problems. Reference people handle routine document flow and exchanges. Liaison people direct dissemination, and negotiate difficulties which arise at "working-level".

Effects of the change

Liaison and reference people now worked as one team. Intimate daily contact taught each group what the other could do, and what the other needed. Reference Center took over those of Liaison's problems which could be handled through routine channels, and Liaison gave prompt backstop service to Reference Center on those of the latter's problems which could be solved only by negotiation with other agencies. Internal dissemination of incoming materials improved, because directed by disseminators working with and for the liaison officers who were handling the requirements of all Offices. All Offices benefitted.

Faults still evident

Though the internal coordination problem was largely solved, it remained a fact that the Agency's broad responsibility for coordination of the government's intelligence activities was still not being discharged. The Dulles Committee underlined this fact, and apportioned the blame for this failure in even measure among the Director, the IAC, and ICAPS.

Solution proposed by Dulles Committee

The Dulles Committee recommended that the Director should exercise greater initiative and leadership, and that the IAC should cooperate with the Director more energetically. Both of these recommendations have now been acted upon effectively, under leadership of the new Director and Deputy.

The Dulles Committee further recommended (a) that COAPS and the Liaison Division of OCD be merged as an Office of Coordination, and (b) that the Reference Center be transferred to the Office of Research and Reports. See following page, Tab D.

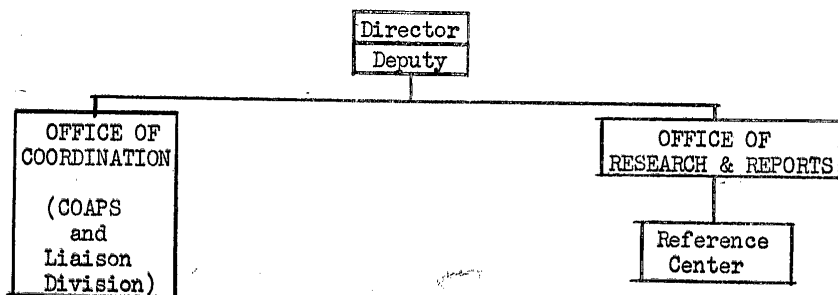
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Tab C

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COORDINATION and REFERENCE FUNCTIONSOrganization (Proposed by Dulles Committee)
& Functions

"High-level" and "mid-level" coordination, i.e. interagency planning, drafting directives, and negotiation by liaison officers on concrete problems. Dissemination?

"Working-level" coordination, i.e. with libraries and cable desks of other agencies, chiefly in response to specific needs of analysts for research & reference materials.

Effects of the proposed change

In essence, this is a change back to the system which we had in mid-1947; with the difference that the planning functions of COAPS would now be merged with the liaison functions of the old OCD, i.e. today's Liaison Division.

Advantages and faults

There might be an advantage in merging (a) the planning functions of a small inter-departmental staff, with (b) the day-to-day liaison and dissemination operations of Liaison Division. This would remain to be seen, for direct contact between COAPS and Liaison Division has always been just as close as the members of COAPS saw fit to make it.

We would create again the same faults which existed in mid-1947, i.e. (1) lack of adequate support for a Reference Center which was only one unit of ORR, (2) jurisdiction over Reference Center by a single producing Office, with resultant disadvantages to other Intelligence and Operations Offices, and (3) an administrative hurdle between liaison people and reference people.

RECOMMENDATION

It is recommended that the second half of the Dulles Committee proposal be reconsidered, i.e. that the COAPS and Liaison Division functions be merged in an Office of Coordination, if this seems desirable, but that the Reference Center functions remain with Liaison Division in the new Office.

The organizational pattern resulting from this recommendation might be shown on the following page, Tab E.

D

Tab D

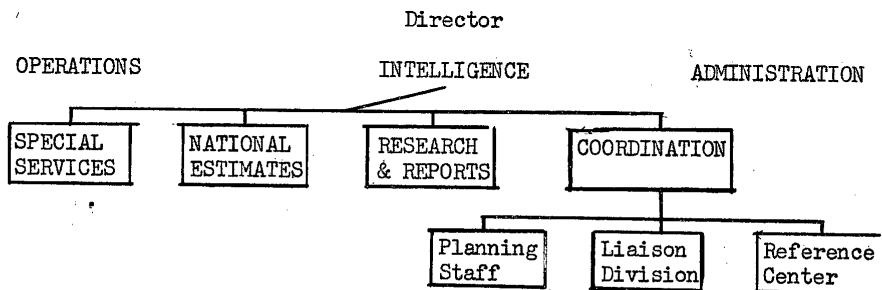
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COORDINATION and REFERENCE FUNCTIONS

Organization (Recommended herein)



Effects of the recommended change

Planning and liaison functions would be brought together, as recommended by the Dulles Committee, without the disadvantages to be anticipated (on the basis of past experience) from divorcing the liaison and reference functions. Thus:

1. Close coordination between planning and liaison functions would be ensured. If the Chief of the Planning Staff were a career CIA employee, he might be charged with serving simultaneously as Deputy Assistant Director. This might work even if he were not a career CIA employee.
2. Close coordination between liaison and reference people would be continued. (This is important to the Agency, and it is a more difficult coordination to establish and maintain than the coordination between planners and liaison people. It is easier, because of the human element involved, to coordinate 5 planners with 33 liaison people - regardless of organizational pattern - than it is to coordinate 33 liaison people with some 350 reference people)
3. Reference Center, as the largest unit in the Office, would continue to have adequate administrative support instead of becoming a stepchild in an Office with many other and different functions.
4. Remaining independent of any one Operations or Intelligence Office, Reference Center could continue to give equally good service to all without charge of bias. Reference Center does not exist solely to service the Intelligence people. As is shown on the following page, nearly half of its effort is in support of Operations Offices and other agencies.

ALTERNATIVE RECOMMENDATION

If the Dulles Committee's recommendation that liaison and reference functions be separated is irrevocable, then it will be wiser to attach the Reference Center to the Executive than to incorporate it in ORR. This was the second step in our evolution, and it proved better than the first.

The organizational pattern resulting from this alternative recommendation might be as shown on the following page, Tab F.

E

Tab E

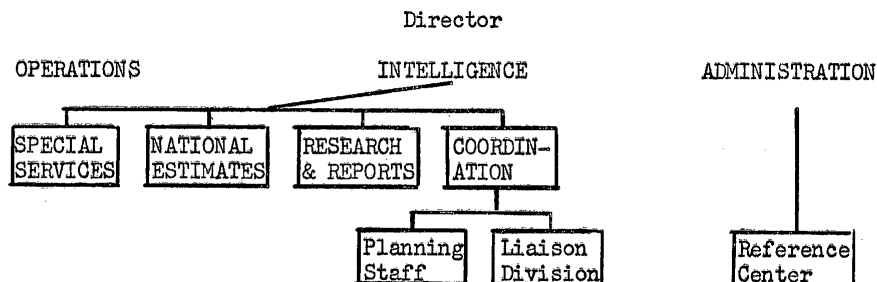
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COORDINATION and REFERENCE FUNCTIONS

Organization (Recommended if that shown on the preceding page is unacceptable)

Effects of the above change

Though it is undesirable that liaison and reference functions be divorced from one another, the above scheme would at least preserve the gains which were made by the reorganization of late 1947:

1. Reference Center would continue to have adequate administrative support, instead of becoming a Cinderella in a large ORR household.

2. Reference Center would remain independent of any one of the Offices which it must serve.

It is sometimes assumed that reference functions are performed solely for the benefit of the Intelligence Offices, but this is not the case. Gauged by requests for intellofax reference services which were acted upon during July, August, and September of this year, the breakdown was as follows:

Intelligence Offices (ORE, OSI, SRC).....	54 %
Operations Offices (OSO, OPC).....	23 %
Other CIA Offices and Staffs.....	8 %
Other Agencies.....	15 %
	100 %

These are services of common concern to all Offices of CIA, and to some extent of common concern to all agencies. As such, they might better be administered by the Executive than by any one of the Offices engaged in intelligence production or in operations.

F

Tab F

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